

**ANALYSIS**

We recommend approval of the amount requested. Total expenditures show an increase of only \$40 over 1950-51. The law library request has been adequately justified.

The following tabulation indicates a slight decrease in work load in 1949-50 below 1948-49.

	1947-48	1948-49	1949-50
Filings .....	110	156	149
Total business transacted.....	263	255	286

**GENERAL SUMMARY**

The Fourth District Court of Appeal consists of one division of three justices elected from the Fourth Judicial District for a 12-year term. This district covers 10 counties. Court sessions rotate every four months between San Diego, San Bernardino, and Fresno. The annual cost to the State for the added service to litigants of holding sessions in three cities is approximately \$25,000. It requires two additional deputy clerks and \$12,850 for travel.

This is the only district court that does not have a research staff of lawyers. This results in a saving of approximately \$13,000 annually.

**GOVERNOR**

ITEM 27 of the Budget Bill

Budget page 27  
Budget line No. 8

*For Support of the Governor's Office From the General Fund*

Amount requested .....	\$286,240
Estimated to be expended in 1950-51 Fiscal Year.....	272,294
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Increase (5.1 percent).....	\$13,946

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages.....	\$10,314	\$10,314	---	27	55
Operating expense .....	3,632	3,632	---	27	67
Equipment .....	---	---	---	27	70
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Total increase .....	\$13,946	\$13,946	---		

**RECOMMENDATIONS**

Amount budgeted .....	\$286,240
Legislative Auditor's recommendation .....	286,240
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Reduction .....	None

**ANALYSIS**

An allocation of \$20,885 from the Emergency Fund was made during the 1950-51 Fiscal Year for the purpose of providing a new secretary to the Governor to share the work of travel aide to the Governor and to provide for other positions because of increased work.

The following schedule indicates the use of this money:

<i>New positions</i>	<i>Salary range</i>	
1 Secretary .....	\$400-\$833	
1 Administrative assistant .....	325- 395	
1 Secretary-stenographer .....	268- 325	
2 Senior stenographers .....	231- 281	
2 Intermediate typists .....	190- 231	
1 Junior clerk .....	170- 210	
Total cost eight new positions for 1950-51 .....		\$16,936
Salary adjustments .....		—1,358
Total allocation for salaries .....		\$15,578
Operating expenses .....		5,307
Total Emergency Fund allocation .....		\$20,885

The secretary-stenographer position was granted for the new secretary position and the administrative assistant position was established after a survey of the work load of the departmental secretary by the Department of Finance.

The other five clerical positions have been added because of increased work.

The proposed budget for 1951-52 has increased \$13,946 over 1950-51 estimates. Salary increases of \$10,314 are primarily due to a full year cost of the eight additional positions. Operating expenses have increased principally in telephone exchange charges and traveling. Telephone charges are increased because of additional service in the new office.

The total expenditures for support in this item do not reflect the full cost of this office, as expenditures for automobile operation, salary of a chauffeur, and cost of certain cars are paid by the California Highway Patrol. *We recommend that when such services are regularly furnished that the costs be shown in the budget of the office receiving them.*

#### GOVERNOR'S RESIDENCE

ITEM 28 of the Budget Bill

Budget page 27  
Budget line No. 19

#### *For Support of the Governor's Residence From the General Fund*

Amount requested .....	\$12,000
Estimated to be expended in 1950-51 Fiscal Year .....	12,000
Increase .....	None

#### RECOMMENDATIONS

Amount budgeted .....	\$12,000
Legislative Auditor's recommendation .....	12,000
Reduction .....	None

#### ANALYSIS

This is the customary amount. We recommend approval of the amount requested.

**Governor  
SPECIAL SECRET SERVICE EXPENSE**

ITEM 29 of the Budget Bill

Budget page 27  
Budget line No. 21

*For Special Contingent Expenses of the  
Governor's Office From the General Fund*

Amount requested .....	\$7,500
Estimated to be expended in 1950-51 Fiscal Year .....	7,500
Increase .....	None

**RECOMMENDATIONS**

Amount budgeted .....	\$7,500
Legislative Auditor's recommendation .....	7,500
Reduction .....	None

**ANALYSIS**

This is the customary amount. We recommend approval of the amount requested.

**OFFICE OF CIVIL DEFENSE**

ITEM 30 of the Budget Bill

Budget page 28  
Budget line No. 7

*For Support of the Office of Civil Defense From the General Fund*

Amount requested .....	\$1,238,953
Estimated to be expended in 1950-51 Fiscal Year .....	814,480
Increase (52.1 percent) .....	\$424,473

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages .....	\$383,189	---	\$383,189	30	28
Operating expense .....	68,882	---	68,882	30	49
Equipment .....	27,598	---	27,598	30	56
Total increase .....	\$424,473	---	\$424,473		

**RECOMMENDATIONS**

Amount budgeted .....	\$1,238,953
Legislative Auditor's recommendation .....	871,507
Reduction .....	\$367,446

**ANALYSIS**

The legal authority for the Office of Civil Defense was established by the Civil Defense Act of 1950, Chapter 3, Statutes of 1950, Third Extraordinary Session. This act provided for the establishment of an "Office of Civil Defense" within the Governor's Office and conferred powers necessary to insure the development of a state-wide plan for civil defense functions and the effective coordination of plans and operations of the federal, state and local civil defense organizations.

Other appropriations made by the 1950 Special Session and 1951-52 Budget requests for civil defense and related activities are shown in the following table:

<b>Appropriations and Requests for Civil Defense and Related Activities</b>		
	1950-51	1951-52
<i>Office of Civil Defense and Civil Defense Act of 1950</i>		
Budget Act appropriation-----	\$19,993	\$1,238,953
Allocation from Emergency Fund-----	37,104	---
Special appropriation (1950 3d Ex. Sess.)-----	475,000	---
Proposed deficiency-----	282,383	---
Contingency-----	---	500,000
	\$814,480	\$1,738,953
<i>California Defense and Security Corps</i>		
Budget Act appropriation-----	---	\$1,205,737
Special appropriation (1950 3d Ex. Sess.)-----	\$413,507	---
Additional budgeted-----	50,234	---
	\$463,741	\$1,205,737
<i>Attorney General—Subversives</i>		
Special appropriation (1950 3d Ex. Sess.)-----	\$25,000	---
Totals, state operations-----	\$1,303,221	\$2,944,690
<i>Civil Defense, Local Governments</i>		
Special appropriation (1950 3d Ex. Sess.)-----	\$200,000	---
Totals-----	\$1,503,221	\$2,944,690

The uncertain condition of world affairs points to an increasing possibility of extreme emergency, and the need for a civil defense program which can be obtained only through adequate organization and training, cannot be questioned. However, the demands on the resources of the State and its people are great during this period of emergency and it is most necessary that all proposed expenditures be carefully reviewed and justified, not for the purpose of restricting essential activities but to determine that the same principles of sound and economic management are applied to this agency as to regular operations of government. The spending of money or the hiring of more people will not, in itself, result in greater security to the people of the State; in fact, too many persons contacting local government and developing plans may actually cause confusion and increase the problem of coordination, particularly where planning with local agencies is a normal function of state agencies.

There was submitted neither to this office nor to the Department of Finance a detailed statement of justification for the budget that has been presented, but there seems evidence that the budget requested is extremely liberal and has not been as carefully reviewed as other budgets. This poses a question whether reasonable reductions cannot be made without adversely affecting the final job to be done.

The basic operating responsibility for civil defense is in the individual and his local government. The responsibility of the State Government, as contemplated in this program, is to provide leadership and supervision in all planning for civil defense and direction of supporting operations in an emergency.

The development of adequate civil defense plans is not the sole responsibility of the Office of Civil Defense, but of all the people and more particularly all state agencies presently engaged in fields comparable to areas covered in this organization. The Governor, by the Civil Defense Act, is given specific authority to "use and employ from time to time any of the property, services, and resources of the State" in carrying out the purposes of the act. It is our recommendation, therefore, that a substantial part of the cost of this emergency activity, *at least in the organizational and planning stages*, be absorbed by existing state agencies within their present structure. These agencies should, if necessary, redirect their present activities to fully meet the emergency even though it requires temporarily restricting or reducing the level of service in certain phases of their work.

The Office of Civil Defense has developed an organizational plan as indicated in the budget, and we would not attempt to offer a substitute organizational plan; but based on general policy assumptions previously outlined and because of lack of justification, we would recommend the following reductions in the proposed divisional budget unless the agency were able to demonstrate that the work of the office would suffer if the position or expenditure was not granted.

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget page</i>	<i>Line No.</i>
<i>Executive</i>			
1 Executive secretary -----	\$8,384	28	47
2 Assistant directors -----	18,092	28	52
1 Secretary-stenographer -----	3,682	28	51
<i>Division of Fire Service</i>			
1 Chief -----	8,418	28	54
1 Assistant chief -----	6,868	28	55
<i>Division of Prevention of Sabotage</i>			
1 Chief -----	8,350	28	58
4 Assistant chiefs -----	27,472	28	59
2 Field representatives -----	11,314	28	60
<i>Division of Law Enforcement</i>			
1 Chief -----	8,350	28	62
1 Assistant chief -----	6,868	28	63
7 Field representatives -----	38,835	28	64
<i>Division of Medical and Health</i>			
1 Chief -----	8,350	28	70
1 Assistant chief -----	6,868	28	71
2 Field representatives -----	16,971	28	72
<i>Division of Utilities</i>			
1 Chief -----	8,940	29	7

Recommended reductions in divisional salaries and wages total \$187,762. The organization provides for 10 regional offices, headed by a regional coordinator and two assistant regional coordinators in each case, *in addition to the functional divisions*. Inasmuch as one of the chief functions of the staff of the functional divisions will be coordination with local officials throughout the State, and field representatives have been liberally provided for this purpose, it is believed that a satisfactory degree of coordination can result from regional offices in Los Angeles, San Francisco, and San Diego, with representatives visiting and consulting with local officials from these offices. Consequently, it is recommended that the two positions of assistant regional coordinator and an intermediate stenographer-clerk be deleted in seven of the proposed regional offices; with the 10 regional coordinators, or their equivalent,

serving from three regional offices. These recommended deletions in the regional offices are as follows:

Regional Offices		Amount	Budget page	Line No.
<i>Fresno</i>				
2 Assistant regional coordinators	-----	\$11,268	29	43
2 Intermediate stenographer-clerks	-----	4,920	29	44
<i>Sacramento</i>				
2 Assistant regional coordinators	-----	11,268	29	52
2 Intermediate stenographer-clerks	-----	4,920	29	53
<i>San Bernardino</i>				
2 Assistant regional coordinators	-----	11,268	29	56
2 Intermediate stenographer-clerks	-----	4,920	29	57
<i>Monterey</i>				
2 Assistant regional coordinators	-----	9,480	29	12
2 Intermediate stenographer-clerks	-----	4,800	29	13
<i>Redding</i>				
2 Assistant regional coordinators	-----	9,480	29	16
2 Intermediate stenographer-clerks	-----	4,800	29	17
<i>Santa Barbara</i>				
2 Assistant regional coordinators	-----	9,480	30	20
2 Intermediate stenographer-clerks	-----	4,800	30	21
<i>Santa Rosa</i>				
2 Assistant regional coordinators	-----	9,480	30	24
2 Intermediate stenographer-clerks	-----	4,800	30	25
Total reduction in regional salaries		\$105,684		
Total reduction in salaries and wages		\$293,446		

#### Operating Expenses

Recommended travel and equipment reductions are related to the position recommendations above.

	Amount	Budget page	Line No.
Traveling	\$50,000	30	40
Automobile operation	12,000	30	42
Total reduction in operating expenses	\$62,000		
<b>Equipment</b>			
Automobile—additional	\$12,000	30	53
Total reduction	\$367,446		

#### General Considerations

The amount requested for salaries and wages is \$735,776, which takes into consideration \$38,725 in salary savings. The total of the annual salaries for 151 positions, including all clerical, is \$774,501 for an average annual salary of \$5,129 or monthly salary of \$427. Exclusive of clerical, there has been requested 95 positions with a total annual salary of \$629,829 for an average annual salary of \$6,629 and average monthly salary of \$552. A total of 48 positions, or 32 percent of the 151 requested positions, have salary ranges of \$505-\$613 and higher, and 24 positions, or 16 percent, have salary ranges of \$613-\$745 and higher. The organization, therefore, calls for an unusually high number of administrative personnel at the higher salary ranges. It should be pointed out that the Civil Defense Act of 1950 provides in Section 1518.3 that, "Salaries within said office shall be fixed as nearly as possible to conform to the

salaries established by the State Personnel Board for classes of positions in the State Civil Service involving comparable duties and responsibilities." However, at the time that these salary ranges were established, the Office of Civil Defense had not yet formulated job specifications or duty statements. We recommend that the Personnel Board make a further study of the salary ranges established.

Another factor that has inflated salaries and wages is the fact that with very few exceptions, positions have been budgeted for recruitment at the middle step in the salary range. If all recruitments, including those made during the current year, were made at the first or normal starting step, there would be a saving of approximately \$50,000 in the budget year. We recommend that all amounts budgeted for positions be reduced to the minimum step of the salary range.

The reductions in divisional positions outlined previously are based primarily on the premise that certain existing state agencies can detail existing staff to perform the necessary functions involved in coordinating civil defense functions where this staff is available and where the work of the agency is comparable in nature to the program contemplated. As an illustration, we see no reason why the Department of Public Health could not furnish personnel as required to coordinate the health functions. In fact, the manual on United States Civil Defense released by the National Security Resources Board states in part, "existing health agencies should, in wartime, be responsible for civil defense health requirements so that creation of new duplicating agencies will be avoided." It is also stated, "In each state, the state health officer should be placed in charge of all state civil defense health and medical services; and cities should appoint local health officers in the same manner." The primary function of the State Department of Public Health is to work directly with local health departments in matters of public health. The planning for coordinated disaster plans would naturally fall within the scope of the present functions of the department.

We believe the field of sabotage prevention should continue to be covered by the Attorney General's office. That office has a closer legal responsibility and relationship to local law enforcement officers than could be maintained by any other coordinating staff.

Other agencies that should be in a position to detail competent assistance are the State Fire Marshal, Public Utilities Commission, Department of Public Works, and Department of Natural Resources.

It would seem that the present staff and facilities of the State should be utilized to the limit in this emergency. We believe this can be done without sacrificing results and at a considerable saving to the State.

In addition to the direct state expenditure represented in this budget request, it should be pointed out that Congress has now approved a civil defense program calling for state funds on a matching basis. This program may require total expenditures of over three billion dollars and may require the expenditure of one and one-half billion dollars by the states in the next three years to secure the benefits of federal funds. It is reported that \$2,250,000,000 of the federal civil defense program has been earmarked for construction of bomb shelters. It would be prudent to use whatever state funds are going to be used for coordination in such a way as to secure maximum federal funds and services when these are more definitely known.

**Office of Civil Defense  
CONTINGENT EXPENSES**

ITEM 31 of the Budget Bill

Budget page 30  
Budget line No. 65

*For Support of the California Disaster Act From the General Fund*

Amount requested .....	\$500,000
Estimated to be expended in 1950-51 Fiscal Year .....	None
Increase .....	<u>\$500,000</u>

**RECOMMENDATIONS**

Amount budgeted .....	\$500,000
Legislative Auditor's recommendation .....	None
Reduction .....	<u>\$500,000</u>

**ANALYSIS**

The amount of \$500,000 is requested as a contingent fund for defense communications, training, fire detection and other costs in connection with the civil defense program. No information has been submitted detailing plans to be supported from this item. For this reason we recommend that this item not be approved until some adequate statement of need for a contingent item of this magnitude is made to the Legislature. It should be pointed out that in case of an extreme emergency the full \$75,000,000 Revenue Deficiency Reserve is available to the government.

**LIEUTENANT GOVERNOR**

ITEM 32 of the Budget Bill

Budget page 31  
Budget line No. 7

*For Support of the Lieutenant Governor From the General Fund*

Amount requested .....	\$28,906
Estimated to be expended in 1950-51 Fiscal Year .....	29,610
Decrease (2.4 percent) .....	<u>\$704</u>

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages .....	\$46	\$46	---	31	27
Operating expense .....	-750	-750	---	31	39
Equipment .....	---	---	---	31	45
Total increase .....	<u>-\$704</u>	<u>-\$704</u>	---		

**RECOMMENDATIONS**

Amount budgeted .....	\$28,906
Legislative Auditor's recommendation .....	28,906
Reduction .....	<u>None</u>

**ANALYSIS**

The decrease in operating expenses of \$750 is in the item of traveling which should be less for the budget session year of 1951-52. We recommend approval.